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18 August 1954

MEMORANDUM FOR: Director of Central Intelligence

VIA: Inspector General

SUBJECT: Manpower Survey of DD/P (FE Division  
Preliminary Report)I. Authority

In accordance with instructions from the DCI a task force has conducted a survey of the current practices employed within the Far East Division, DD/P, for the assignment, control, and reporting on numbers of personnel within this component. The scope of this survey report includes an examination of headquarters records on all staff employees and staff agents, including staff project personnel, in both headquarters and field.

II. Purposes

The purposes of this survey were to:

A. Determine the accuracy and effectiveness of the numerous control points currently engaged in processing of personnel matters;

B. Determine the number of FE Division personnel who are unassigned, double-slotted, incorrectly slotted, and the number paid at headquarters from unvouchered funds; and

C. Arrive at conclusions affecting personnel management resulting from records searches and interviews with division personnel.

III. Sources of Task Force Data

The sources from which data included herein were obtained include:

A. FE records maintained by the Assistant Director for Personnel (AD/P);

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- B. Payroll records of the Comptroller's Office;
- C. FE Division records;
- D. FE Branch records; and
- E. Interviews with selected personnel in the FE Division

#### IV. Summary of Survey Findings

As of 23 June 1954, the Task Force findings reflect the following data, made available from headquarters records, with regard to FE Division staff employees and staff agents. (It is recognized that personnel data do not remain static. For comparative purposes, however, daily fluctuations should not have changed the following data significantly.)

##### A. Over Ceiling:

*at headquarters*

FE has exceeded its total civilian personnel ceiling (30 June 1954) by [REDACTED] individuals (See Tab A). In terms of physical locations this total is divided between the headquarters and the field as follows:

*[Handwritten initials]*

25X9

Headquarters - Personnel Ceiling . . .	[REDACTED]	25X9A2
Located in Headquarters . . . . .	[REDACTED]	
Over Ceiling	[REDACTED]	25X9A2
Field - Personnel Ceiling . . .	[REDACTED]	25X9□
Located in Field . . .	[REDACTED]	
Under Ceiling	[REDACTED]	ILLEGIB

##### B. Unvouchered Field Personnel in Headquarters:

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1. [REDACTED] unvouchered FE personnel are in headquarters. Their lengths of time and assignments in headquarters are as follows:

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a. Time in Headquarters

1 Year and Over . . . . .  
6 Months to 1 Year . . . . .  
3 Months to 6 Months . . . . .  
3 Months or Less . . . . .

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TOTAL

b. Types of Assignment

On Leave . . . . .  
In Training . . . . .  
Detailed Outside FE . . . . .  
On Duty in FE Hdqs . . . . .

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TOTAL

25X9A2

25X9A2

Of the above [REDACTED] personnel only five (5) occupy authorized headquarters unvouchered slots. It will be noted that [REDACTED] have been in headquarters over three (3) months and [REDACTED] are performing regular headquarters duties (See Tab B).

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2. Attached as Tab C are ten (10) detailed cases illustrating the use of unvouchered funds to pay personnel performing regular headquarters' duty. These cases reflect an apparent misuse of unvouchered funds for the solution of Administrative problems which is contrary to the expressed policy of Reg. [REDACTED]. Such handling has contributed to a lowering of morale and work performance. One of the most outstanding examples of this situation is the case of [REDACTED] who returned to this headquarters from overseas on 3 August 1953. Though himself unassigned and paid from unvouchered funds, [REDACTED] has been performing as the liaison officer within FE [REDACTED] to assist returnees in the location of future assignments.

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25X1A9a

25X1A9a

25X9A2

25X1A

25X1C4a

C. [REDACTED]

[REDACTED] are on duty in FE headquarters and occupy authorized unvouchered headquarters positions (See Tab D).

D. Slotting Discrepancies:

The following are what appear to be slotting discrepancies:

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1. Unassigned personnel:

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a. On 8 May 1954, the AD/P Position Inventory listed [REDACTED] FE personnel as unassigned.

b. However, the FE Personnel Officer reported to DD/P-Admin on 18 June 1954 a total of only [REDACTED] personnel presently unassigned" from their total unassigned strength [REDACTED] since 1 February 1954.

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c. Much of the discrepancy between the above figures is due to FE Division use of obsolete field T/O slots. For example, approximately [REDACTED] personnel are carried on obsolete [REDACTED] T/O slots and are physically located in the field. The FE Division has not shifted these individuals from the obsolete T/O to the existing T/O since still another and new [REDACTED] T/O is currently being processed.

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25X1A6a

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2. It was found that [REDACTED] field personnel are not performing the duties called for by their T/O positions by reason of physical location (See Tab E).

3. [REDACTED] staff agents or employees are carried by AD/P position inventory as occupying T/O positions more than two (2) regular promotion steps above their present grades (See Tab G).

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4. [REDACTED] positions are carried by AD/P position inventory as double-slotted. [REDACTED] field)

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E. Personnel Augmenting Authorized Headquarters Staff Agent and Staff Employee Strength:

Current personnel reporting techniques do not reflect a complete picture of FE headquarters on duty strength:

Task Force Findings, FE Headquarters, On Duty Strength (23 June 1954):

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Civilians on Authorized Hdqs Slots . . .  
On UV Field Slots . . . . .  
JOT's . . . . .  
Consultants . . . . .  
Military . . . . .

TOTAL

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AD/P Report, FE Headquarters, On Duty Strength  
(30 June 1954):

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Civilians . . . . .  
Military . . . . .

TOTAL

F. FE Personnel Records Management:

1. FE Division, [REDACTED] records are maintained by six (6) employees. These records consist of:

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(a) Individual cards filed by T/O slots with information required to complete form SF-52 (Request for Personnel Action); and

(b) Individual personnel files of present FE employees and files of certain former FE personnel.

2. FE branch personnel activities are supervised and maintained by [REDACTED] (including [REDACTED] part-time) employees whose grades range from GS-5 to GS-14. [REDACTED] of these individuals occupy operational (non-administrative) T/O slots (See Tab F). The branches maintain records and informational cards similar to those of the Division [REDACTED] including duplicate personnel file folders for an estimated 90% of FE personnel. Most personnel actions are initiated in the FE branches.

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V. Analysis of Survey Findings

A. Existing personnel reporting techniques do not currently reflect FE Division personnel status and as such must be judged in the light of the reporting procedures employed. For example, an examination of the FE Division records maintained by the AD/P reveals that this source of information when employed in reporting FE Division strengths to top Agency management does not reflect an accurate picture as of the indicated date of the report. This is brought about by:

1. Personnel reports submitted by the AD/P being based on formal actions of Form SF-52 instituted by FE Branches which are not processed simultaneously with assignment;

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2. Personnel listed in one (1) T/O slot and performing other duties;

3. Personnel carried on the Position Inventory as unassigned but actually carried on obsolete T/O's; and

4. Personnel augmenting division strength but not carried on the Position Inventory such as Junior Officer Trainees and Consultants.

B. Individual Personnel record files are maintained not only within the office of AD/P but within the FE Division [REDACTED] and eg [REDACTED] 25X1A within the FE Branches themselves. However, positive identification and the locations of many employees can be found only at the branch level.

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C. Agency Regulation [REDACTED] precludes the utilization of unvouchered funds for the solution of administrative problems. As a matter of practice, however, this regulation is violated when persons are allowed to remain charged to their former field positions while performing unauthorized headquarters assignments. (See Tab B for personnel on duty in headquarters paid by unvouchered funds.)

## VI. Conclusions

As a result of the foregoing, it is concluded that:

A. The current mechanisms employed to reflect personnel slotting and assignments, do not and cannot reflect the actual personnel picture of the FE Division. The one positive assurance of physical location of FE Division employees is at the branch level. Other control mechanisms of payroll allotment account numbers, position inventories at various levels, and personnel file folders do not adequately provide this information.

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B. The protection to the Director of Central Intelligence which ostensibly is obtained through Regulation [REDACTED] is, in fact, being violated to accomplish an administrative end. However, in many cases no workable mechanism exists under current personnel practices by which such a situation can be avoided. (The Inspection and Review Staff Task Force is studying this facet of the problem and will present a separate report.)

## VII. Recommendations

Pending the determination of a better control and reporting mechanism, it is recommended that:

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A. On the assumption that the division ceiling is properly set, FE reduce (in accordance with CSI [REDACTED] (9 October 1953) and Agency Notice [REDACTED] (5 February 1954)) the personnel strength to this ceiling as soon as possible. Meanwhile, all FE Division personnel on duty in headquarters for whom no headquarters slots are available, should be transferred to, and reported as, in-casuals or out-casuals as appropriate.

B. FE Division be further directed to:

1. Initiate personnel actions within thirty (30) days transferring all personnel slotted against obsolete T/O positions to current T/O slots;

2. Process actions within thirty (30) days correcting all personnel records which do not indicate correct assignments and correct physical locations;

3. Report in detail to the Chief of Operations (DD/P), with copies to the Inspector General and the Inspection and Review Staff (DD/P), every thirty (30) days all actions which have been taken and those which remain to be taken in order to comply with Recommendation A. above; and that these periodic reports be made until Recommendation A. above has been fully carried out; and

4. Ensure, on all future FE personnel reports to DD/P senior officials, that the following factors be considered and reported correctly:

- a. All personnel in in-casual or out-casual status;
- b. All personnel not on currently authorized T/O slots;
- c. All personnel in headquarters paid from unvouchered funds and not on authorized headquarters T/O slots;
- d. All personnel performing duty other than that of the T/O slot to which assigned; and
- e. All personnel on duty in FE but not filling T/O positions (JOT, consultants, details from outside FE, etc.).

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**C. Recommendations affecting overall DD/P personnel procedures which appear to be indicated by certain FE findings will be deferred until completion of surveys of other DD/P components.**

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**Chief, Inspection and Review**

**Attachments:**

**Tabs A through G**

**Distribution:**

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